BJA Drug Market Intervention Training Initiative

<Insert Location>
<Insert Date>
Second Training Workshop

Breakout by Discipline: Guidelines for Facilitators

The primary goal of the breakouts is to allow peer-to-peer exchange. They are also an opportunity for participants to ask questions of the resource faculty. The following are a few tips about being a facilitator and "starter" questions that can help keep the conversation moving.

Facilitation tips

- **Begin with introductions.** Even in the team where everyone may have met each other, the facilitator may not know them and the team members may not be that familiar with each other.
- **Ensure that everyone in the group is engaged.** Include opportunities for each member to ask a question or provide a response.
- **Allow equal speaking time for all participants.** Some people are more comfortable speaking in a group. Be sure to use facilitation as a means to divert anyone monopolizing the conversation and encourage the participation of quieter participants.
- **Allow for peer-to-peer collaboration.** Part of the benefit of breakout groups is to let the participants work out problems and offer each other suggestions. Encourage this exchange before offering responses.
- **Ask follow-up questions.** Some issues are not fully explained in the initial question; follow-up questions can help draw out additional issues.
- **Summarize responses.** When possible and appropriate, briefly restate the key issues and responses at the end of a lengthy conversation to highlight the
- **Physical space and positioning is important.** The breakout is an exchange. All participants should be in equal positions around the table. Someone sitting behind the table or who is physically cut off from the conversation is less likely to participate.

Breakout Group Specific Prompting Questions

- **On the services side,** the questions we receive are typically along the lines of:
  - How do you get the various service providers to participate? Will they work with what are often perceived to be "difficult" clients?
  - How do you coordinate the services?
  - How do you link the offenders to the services?
  - Are you able to track offender’s participation in services?

- **On the community side,** we receive questions along the lines of:
  - Will the community participate?
  - How did you initially engage local neighborhood leaders and residents?
  - What about fear of retaliation?
  - How did you get influentials to attend the call-in meeting?
- What is the role of the community in maintaining the neighborhood following the intervention?

- From a law enforcement perspective, some of the questions include:
  - Are you concerned about gang retaliation? Will offenders given a second chance be perceived as snitches?
  - What criteria did you use to distinguish those who are prosecuted from those who are given a second chance?
  - How do you maintain the area without a massive investment of officers?
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Breakout Group Specific Prompting Questions

- How do the issues with working with the community discussed by the panels relate to your jurisdiction?
- Will you approach anything differently in your community given the issues encountered by the panelists?
- How is the community in your jurisdiction different than the communities discussed by the panelists?
- How will you respond to the unique character and needs of your community?
Editor’s Note: At the 2008 NIJ Conference, David Kennedy, director of the Center for Crime Prevention and Control at John Jay College of Criminal Justice, talked about his work to combat drug markets, especially the High Point Intervention, an innovative program that is now being replicated in at least 25 sites around the country. This article is based on his remarks.

When Chief James Fealy arrived in High Point, N.C., in 2003, he found parts of the city awash in drugs and dealers. But rather than relying on traditional suppression and interdiction approaches to fight the problem, Fealy — who had worked narcotics for more than a quarter of a century in the Austin (Texas) Police Department — spearheaded a new, potentially transformative strategy.

Its roots were in the now-familiar “focused deterrence” approach, which addresses particular problems — in this case drug markets — by putting identified offenders on notice that their community wants them to stop, that help is available and that particular criminal actions will bring heightened law enforcement attention. The High Point initiative, however, added the unprecedented — and initially terrifying — element of truth-telling about racial conflict. The result of these conversations in High Point was two-fold: a plan for doing strategic interventions to close drug markets and the beginning of a reconciliation process between law enforcement and the community.

Here is how the High Point Intervention works: A particular drug market is identified; violent dealers are arrested; and nonviolent dealers are brought to a “call-in” where they face a roomful of law enforcement officers, social service providers, community figures, ex-offenders and “influentials” — parents, relatives and others with close, important
HOW IT ALL BEGAN: THE EVOLUTION OF THE HIGH POINT MODEL

The story began in Boston in 1996, when an intervention called Operation Ceasefire largely stopped gang violence in the city. Operation Ceasefire combined problem-oriented policing with collaboration between law enforcement organizations and community stakeholders.

During face-to-face meetings, it was made clear to gangs that:

- If anyone in the gang shot someone, all members of the gang would receive attention from law enforcement.
- The community needed the violence to stop.
- Social services and other help were available for those who wanted off the streets.

Operation Ceasefire was associated with a 63-percent reduction in youth homicide (ages 24 and under).

In October 2000, the Strategic Approaches to Community Safety Initiative (SACSI) was launched. SACSI mirrored Operation Ceasefire in that it brought together law enforcement organizations, community partners and researchers to address crime problems. Most SACSI sites ended up working to reduce gun violence and using variations of the Boston model, but one site — Memphis — strived to lower the nation’s highest sexual assault rate, with considerable success.

Project Safe Neighborhoods (PSN), established in 2001, builds from an evaluation of the strengths and weaknesses of the SACSI model. PSN creates partnerships among federal, state and local prosecutors; law enforcement; researchers; media and outreach specialists; and community leaders. It tailors the intervention strategy to the needs of each individual district and to the gun problem in that particular area.

The High Point Intervention (also known as the Drug Market Intervention) draws on the principles of Operation Ceasefire, SACSI and PSN to not only stop gun violence, but also to shut down open-air drug markets and the chaos that comes with them: the street sales, crack houses, drive-through buyers, prostitution, gunplay and the taking over of public space. A separate program, the Comprehensive Anti-Gang Initiative, is using a similar approach to address gang membership. (For more information on these initiatives, see www.ojp.usdoj.gov/nij/topics/crime/gun-violence/prevention.)
Editor's Note

EVALUATING THE HIGH POINT INTERVENTION

In 2006, the National Institute of Justice (NIJ) funded the University of North Carolina at Greensboro to evaluate the intervention in High Point, N.C. The researchers are:

- Documenting the process that occurred in High Point.
- Tracking the intervention's quantitative and qualitative outcomes.
- Conducting a cost-benefit analysis.

Preliminary results are promising: The researchers have found that in the four years since the intervention was implemented in one High Point neighborhood, for example, violent crime has declined an average of 39 percent and drug crime has declined 30 percent. The final results from the evaluation are expected this spring. For more information, see www.ojp.usdoj.gov/nij/topics/crime/gun-violence/prevention/focused-deterrence.htm.

Here are additional resources related to the High Point Intervention:

- The Bureau of Justice Assistance, one of the NIJ's sister agencies, offers training and technical assistance for local jurisdictions interested in implementing the High Point model in their communities to combat open-air drug markets and associated crime. For more information, see www.psn.gov.
- Through a cooperative agreement between the Department of Justice's Office of Community Oriented Policing Services and the National Urban League, the High Point model has been replicated in Providence, R.I. A resource publication for law enforcement that details the efforts in both High Point and Providence will be available later this year.

Putting the Dealers on Notice

All of these conversations converged toward a "call-in," a meeting at which everyone could say to the dealers, "Enough!"

The central moment of these call-in meetings comes when community elders, parents and other loved ones look the drug dealers in the eye and say, "We love and care about you. We want you to succeed. We need you alive and out of jail. But if you do not absolutely understand that we disapprove of what you are doing, we are going to set that straight today."

The community is infinitely tougher than anyone else could ever be.

On the law enforcement side, the signal moment occurs when officers tell all the dealers in the room, "We want to take a chance on you. We have done the investigation, and we have cases against you ready to go. You could be in jail today, but we do not want to ruin your life. We have listened to the community. We do not want to lock you up, but we are not asking. This is not a negotiation. If you start dealing again, we will sign the warrant, and you will go to jail."

This strategy does several things: It puts the dealers in a position where they know that the next time they deal drugs, there will be formal consequences. It proves to the community that the police are not part of a
CHAPTER 3

TRAINING SESSION #2
DAY 1

Appendix 4:
Closing Q and A:

Summing up Day 1

Plans for Day 2
CHAPTER 3

TRAINING SESSION #2
DAY 2

Appendix 1:
Summing up Day 1

Focus of Day 2
CHAPTER 3

TRAINING SESSION #2
DAY 2

Appendix 2:
Additional Ancillary Responses
to Open Drug Market Sales to
Consider to Strengthen the
Initiative and Develop
Community Buy-in

Section A:
Examples of Nuisance
Abatement Statutes
(NOT CREATED)
CHAPTER 3

TRAINING SESSION #2
DAY 2

Appendix 3:
Developing a Baseline for Assessing the Impact of the DMI

Section A:
Performance Measures
Presentation PowerPoint
(EXAMPLE ONLY)

Section B:
Raleigh Perception Survey Coding Key Handout

Section C:
Impact of Drug Market Intervention PowerPoint

Section D:
Problem Oriented Policing
July 2008

Workshop
BIA Drug Market Intervention Initiative
Evaluating the Drug Market
Compared to what?

Utilizing multiple measures

Impact on neighborhood, citizens, individuals

Need to measure and understand - what we did

How will we know if DMI made a difference?

Evaluation Issues
What are you trying to affect? ("outcomes")

- Outcome Evaluation
- Program Monitoring ("outputs")
- Process Evaluation

Impact

What was done and whether it had an

Evaluation includes both an assessment of

Evaluation Issues
"Diffusion of benefits" surrounding areas to examine "displacement" and those involved in traditional enforcement.

Drug market offenders involved DMI compared to receiving Intensive Intervention.

DMI target areas compared to drug market areas.

Comparison groups.

Trends.

Pre/post design.

Design Issues - Comparisons.
- Arrest, conviction, sentencing
- Pre/post intervention
- Criminal history data
- Urine testing
- Employment status
- Number of visits (i.e., home visits)
- Meeting attendance
- Probation/parole history
- Program records (e.g., clients served)

**Individual Impact**

**Possible Data Sources**
* Sample surveys available at http://www.msu.edu/~outherach/psr/presources.html

- Gun carrying behavior
- Self-reported offenses
- Perception of risk (victimization, enforcement)

Self-report data (e.g., survey or interview)

Individual Impact
Possible Data Sources –
Approaches

- Systematic observation/ethnographic
- Interviews/focus groups with residents
- Calls for police service
- Arrests
- Offenses known to police by various offense types
- Law enforcement data

Community Impact

Possible Data Sources -
Outcome Measures (Individual Level)

- Contact with law enforcement/courts
  - Incidence
  - Prevalence
- Arrest records
- Clothing/housing
- Education, substance abuse, counseling, food
- Participation in social service programs
- Employment
Trust in police
- Justice system
- Perceptions of police and the criminal justice system
- Perceptions of procedural and substantive justice
- Perceptions of social support services
- Punishment (deterrence)
- Perceptions of the certainty and severity of outcome measures (individual level)
Crime Incidents
Drug Buy Attempts
Calls for Service
Drug Hotline Reports

Outcome Measures (Community Level)
Perceptions of the police and justice system

Fear of crime

Neighborhood cleanliness

Neighborhood cohesion/relations

Neighborhood noise

Perceptions of neighborhood safety

Social disorder

Changes in levels of crime and signs of physical and

Influentials — "quality of life"

Perceptions of neighborhood residents and

Outcome Measures (Community Level)
Summary

- MSU technical assistance role to support
- Assistance is available
- Shown results will buy support
- Greatest impact is likely at the neighborhood level
- Evaluation
CPTED/The CHOICE Project Pilot Projects – Safety Club Area
Perception Survey
CODING KEY

Please describe your connection to the Safety Club area.
PROP______ I am a property owner.
NRPROP______ I am a non-resident property owner.
RENTER______ I am a renter.
BUSINESS______ I am a local business owner.
WORKER______ I am a worker.
CITIZEN______ I am a concerned citizen.
OTHER______ Other, please specify. (List in separate cell)

For each:
Checked = 1
Not Checked = 0
If “Other”, please enter in response verbatim in “Other-Verbatim” column.

Please answer the following questions as honestly as possible.

1. I currently feel safe in my neighborhood.
   4- Strongly Agree
   3- Agree
   2- Disagree
   1- Strongly Disagree
   9 – Not answered

2. I currently feel safe in my home.
   4- Strongly Agree
   3- Agree
   2- Disagree
   1- Strongly Disagree
   9 – No; answered

3. I feel safe walking around my neighborhood in the daylight.
   4- Strongly Agree
   3- Agree
   2- Disagree
   1- Strongly Disagree
   9 – Not answered

4. I feel safe walking around my neighborhood in the nighttime.
   4- Strongly Agree
   3- Agree
   2- Disagree
   1- Strongly Disagree
   9 – Not answered
5. I have been actively trying to keep my neighborhood safe for at least a year or more.
   4- Strongly Agree
   3- Agree
   2- Disagree
   1- Strongly Disagree
   9 – Not answered

6. I have been actively trying to keep my neighborhood clean for at least a year or more.
   4- Strongly Agree
   3- Agree
   2- Disagree
   1- Strongly Disagree
   9 – Not answered

7. I believe that changing the way my neighborhood looks can reduce the opportunity for crime to occur.
   4- Strongly Agree
   3- Agree
   2- Disagree
   1- Strongly Disagree
   9 – Not answered

8. My neighbors believe that changing the way my neighborhood looks can reduce the opportunity for crime to occur.
   4- Strongly Agree
   3- Agree
   2- Disagree
   1- Strongly Disagree
   0- Don't Know
   9 – Not answered

9. I understand how I can change the way my neighborhood looks to help my community feel safer.
   4- Strongly Agree
   3- Agree
   2- Disagree
   1- Strongly Disagree
   9 – Not answered

10. I am familiar with Crime Prevention through Environmental Design.
    4- Very Familiar
    3- Familiar
    2- Somewhat Familiar
    0- Not Familiar/Have No Idea
    9 – Not answered
11. I am familiar with The CHOICE Project that seeks to rid my neighborhood of the street level drug market.
4- Very Familiar
3- Familiar
2- Somewhat Familiar
0- Not Familiar/Have No Idea
9 – Not answered

12. My neighborhood has a positive image.
4- Strongly Agree
3- Agree
2- Disagree
1- Strongly Disagree
0- Don’t Know
9 – Not answered

13. Visitors who live outside of my community want to visit me in my neighborhood.
4- Strongly Agree
3- Agree
2- Disagree
1- Strongly Disagree
9 – Not answered

14. I am proud to be living in this area.
4- Strongly Agree
3- Agree
2- Disagree
1- Strongly Disagree
9 – Not answered

15. What are current problems affecting your neighborhood? Check all that apply.
A_____ Street level drug deals
B_____ Prostitution
C_____ Drug use
D_____ Drug houses
E_____ Gangs
F_____ Drivers exceeding the speed limit
G_____ Overgrown shrubs and trees
H_____ Overgrown grass
I_____ Loitering
J_____ Lack of police surveillance
K_____ Residents constantly moving in and out
L_____ Absentee landlords
M_____ Poor response from City agencies
N_____ Lack of education about City laws
O (Alpha)_____ Poverty
P_____ Lack of positive opportunities for youth
AH_____ Other (list in separate cell)
Q_____ Dilapidated buildings
R_____ Boarded up homes
S_____ Noise
T_____ Trash pollution
U_____ Dark streets
V_____ Dark alleys
W_____ Poorly maintained private property
X_____ Abandoned cars
Y_____ Unproperly secured dogs
Z_____ People trespassing on your property
AA_____ Lack of community involvement
AB_____ Vicious dogs
AC_____ Vacant housing
AD_____ Drug/Alcohol Abuse
AE_____ Lack of money to make home repairs
AF_____ Poor school system support
AG_____ Homelessness
Enter total number (NOT alpha) of selected issues

16. Please rank the top three (3) problems from above with ONE being the most severe. (Angela suggests using Bar Graph – mode)
   Problem 1. (Use alpha from above, Did not answer = 9)
   Problem 2. (Use alpha from above, Did not answer = 9)
   Problem 3. (Use alpha from above, Did not answer = 9)

17. I know of someone in my neighborhood to help address the problems I have identified above.
   4- Strongly Agree
   3- Agree
   2- Disagree
   1- Strongly Disagree
   9 – Not answered

18. The residents of my neighborhood are organized to solve the problems above.
   4- Strongly Agree
   3- Agree
   2- Disagree
   1- Strongly Disagree
   9 – Not answered

19. Which of the following City of Raleigh agencies do you feel comfortable working with to solve problems in your community? Check all that apply.
   RPD____ Police Department
   PLANNING_____ Planning Department
   RHA____ Raleigh Housing Authority (City Partner)
   CD____ Community Development
   ANIMAL____ Animal Control
   PARKS____ Parks and Recreation
   PU____ Public Utilities
   OTHER____ Other (list in separate cell)

   INSPECT_____ Inspections
   PW____ Public Works
   SWS_____ Solid Waste Services

   CS____ Community Services
   ECC_____ Emergency Communications
   SERA_____ Southeast Raleigh Assembly
   PA____ Public Affairs

Enter response for each agency in its respective column
   Checked = 1
   Not checked = 0

If “Other”, please enter in response verbatim in “Other-Verbatim” column.
20. When do you expect community improvements related to crime and safety to occur in your neighborhood?

3MON______ 3 months from now 
6MON______ 6 months from now 
1YR______ 1 year from now 
1+YR______ More than 1 year from now 
NOW______ I see improvements occurring now 
NEVER______ Improvements will never occur

For each on:
Checked = 1
Not checked = 0

LAW ENFORCEMENT
For each of the following responses, please rate the overall performance of the Raleigh Police Department in:

1) Enforcing the laws
2) Quickly responding to 9-1-1 calls
3) Listening to your concerns
4) Treating you with respect
5) Communicating with you about current crime problems in your neighborhood
6) Giving information to the public on things they can do to prevent crime
7) Patrolling your neighborhood

4- Excellent Job
3- Good Job
2- Average Job
1- Poor Job
0- Don’t Know
9 – Not answered

8) My personal identity is protected when I interact with the Police to solve problems in my neighborhood.

5- Always
4- Most of the Time
3- Sometimes
2- Rarely
1- Never
0- Not Sure
9 – Not answered

9) Do you have any comments on the performance of the Raleigh Police Department? Feel free to list strengths and areas for improvement.
(Add exact comments to "OTHER-Verbatim" column)

Please provide your name (optional) or an alias (Enter name/Alias; No Name = None)
Surveyor’s Name (Enter surveyor’s name; No Name = None)
Date (Enter date using format of MM-DD-YY)
Impact of Open Drug Market Intervention in High Point, NC

Terri L. Shelton, Ph.D.
Center for Youth, Family, & Community Partnerships
University of North Carolina at Greensboro

BJA Drug Market Intervention Training Conference
October 29, 2007
Partners

- High Point Police Department
- High Point Community
- U.S. Department of Justice, Project Safe Neighborhoods
- United States Attorney’s Office Middle District of NC
- Center for Youth, Family, and Community Partnerships, University of North Carolina at Greensboro
- Institute for Educational Initiatives, Notre Dame
- Center for Crime Prevention & Control, John Jay College
- Department of Sociology, High Point University
- Center for Community Safety, Winston-Salem State University

Supported by the National Institute of Justice Grant, Award #2006-IJ-CX-0034
Impact

Impact on Community
Impact on Law Enforcement
Impact on Drug Dealers
Impact on Violent and Drug Crime
Impact on Open Drug Markets
Multiple Informants/ Perspectives
Qualitative and Quantitative Analyses

Impact
Impact on Open Drug Market

Proxy for availability of drugs and ease of drug buys

Drug buy attempts by undercover operations down
Drug Crime Comparison

West End

36% decrease in first 200 days
31.37% decrease after 730 days
30.85% decrease at 3.45 years

City of High Point

No difference for first 200 days
4.53% average increase at 730 days
2.08% average increase over 3 years

Clearly targeting drug crime 1, 2, and 3 year marks similar
May suggest decline stabilizes quickly
Violent Crimes in Citywide
Violent Crime
At 250 day mark, 12 violent crimes, only 3 drug-related
crimes in 2004; 5% in 2005

West End
36.72% decrease at 3 years
36.87% decrease at 3.45 years
15% decrease in Part 1

Citywide
7% decrease at 730 days
5.93% decrease at 3 years
consistent decrease pre/post
citywide which may be due to
other open drug market
initiatives

After 415 day mark, get
Impact on Drug Dealers

- Majority did not have contact with law enforcement after call-in mentorship and support services
- Some signed up for services, accessing employment, education, substance abuse counseling, and housing are most frequently requested
- Continuing challenges establishing trust
Making it a way of doing business
• Cost effective enforcement and for community
• Effective partnership with clear roles for law
• Increased personal interest in neighborhood
• Own incentive
• Being able to "make a difference" becomes its

Initiative worth doing

Impact on Law Enforcement
Impact on Community

- Decrease: signs of order did not increase immediately
- Signs of neighborhood social and physical disorder
- Or prostitution
- Reduction in abandoned houses used for illicit drug use
- Residents more likely to go outside
- Neighborhood seen as safer
- Police perceived as more responsive
- Public praise for law enforcement
- Police presence perceived as positive
- Familiar with the initiative
accountable with the community holding offenders responsible for community safety shared

community strategies for faith in police
crackdown so not a traditional police
Strategies focused, data driven, and fail reductions in violent crime substantial
It works, some results are immediate and

WHAT DO WE KNOW?
Can be sustained (initial intervention begun 5/04)

High turnover among the residents

More difficult in neighborhoods where there is

Little evidence of displacement

cities with similar results

Can be implemented in other neighborhoods and

Credibility is key to success

What do we know?
What Do We Know?

- Sustainability enhanced by:
  - Relentless focus by law enforcement for first signs of any activity, disruption of that activity at the first sign of emergence, and continued focus and presence about law enforcement activity with community communication.
- Consistent communication with dealers that the focus is not going to go away.
What do we know?
What are the dynamics of market disruption?

Implementing in a new community?

What are the critical components necessary when outcomes associated with each?

What are the immediate, short-term, and long-term steps?

Have we correctly identified the active ingredients of Remaining Questions